

NORTH ANDOVER POLICE DEPARTMENT

“Community Partnership”

**Strategic Plan
1999-2001**



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North Andover Police Department

Strategic Plan

“Engaging in a Process”

PREPARED IN CONSULTATION WITH:
CREST ASSOCIATES
BOSTON, MA
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Foreword (A Vision for the Future)

Year after year the Town of North Andover has endeavored to continually improve the quality of services provided to its citizens. Through the use of the Town's Master Plan, Senior Management Team, Citizen's Advisory Committee, and most recently the introduction of a Performance Measurement Plan, the leadership and administration of the community continues to develop new and innovative approaches and techniques to serve its residents and proprietors. As a part of that process, the **North Andover Police Department** has sought to ensure the safety and security of all persons and property within its jurisdiction in the most efficient and effective manner possible.

In the furtherance of this effort and in an attempt to deal with the increasing demand for services generated by a growing community, the North Andover Police Department has recently engaged in a formal strategic planning process. The document you are about to review represents a "guide." It provides a focal point for a planning process where choices are made about where the organization needs to apply its resources both financial and human, to have the greatest impact. The goal is not to plan for everything the organization might do nor is it to plan for the continuation of current successful programs. Rather, the emphasis in this planning initiative is to identify those few programs, services, or activities that will make the difference and allow the organization to reach its desired future and fulfill its mission.

This planning document, and the process it represents, is a product of the

efforts of every member of the North Andover Police Department. Input has been sought from both management and staff, uniformed officers and civilian employees, as well as the leadership of the Town.

As we proceed, a number of tools will be utilized to assist in the development of goals and objectives, the identification of issues impeding the performance of the organization, and the measurement of the successfulness, efficiency, and effectiveness of the individual programs and initiatives developed and implemented as a result of the process.

Some of these tools include utilization of the findings and recommendations from the **1997 North Andover Police Department Employee/Management Relations Study**; the establishment of a **North Andover Police Department Strategic Planning Committee**, responsible for carrying out the planning process; the utilization of a **Recommendation Implementation Matrix** to track and record the accomplishment of goals and objectives and, more important to assist in the identification of issues which inhibit the successful development and implementation of programs and initiatives; and the development of a **North Andover Police Department Performance Measurement System** which will utilize elements of the Town-wide Performance Measurement Plan as well as components from the recently developed **Enhanced Community Involvement Program (ECIP)**. Examples of performance indicator mechanisms included in the ECIP are an **Annual Community Service Survey Instrument** and a **Field Supervisor Citizen Follow-up Initiative** to allow for feedback from the residents as

a means of assessing the effectiveness and efficiency of the department.

The Strategic Planning Committee has worked for many months preparing this plan and commencing with the implementation of the process. We are grateful to those who have assisted us as we proceeded with this effort. In particular, we would like to thank the residents who took the time to respond to the recent survey. Without the input of the community, this process would not be possible.

We are pleased to provide this timely and important plan to help guide the North Andover Police Department as it moves into the twenty-first century.

**North Andover Police Department
Strategic Planning Committee**

Chief Richard M. Stanley, Chair
Lieutenant Glenn T. Anson
Lieutenant John P. Carney
Lieutenant Inspector Paul J. Gallagher
Patrolman Patrick F. Beirne
Communications Supervisor Richard C. Boettcher
Communications Officer John R. Cotnoir
Sergeant Eric J. Foulds
Patrolman Daniel P. Lanen
Patrolman John W. McEvoy

Why Strategic Planning?

Like other management theories and practices, strategic planning has its champions and its critics. Some argue that planning, strategic or otherwise, actually inhibits performance in an organization. These detractors claim that time spent involved in the planning process distracts both managers and employees from attending to the day-to-day operations of the organization. The old saying goes “if I didn’t have to attend so many meetings, I could actually get something done.” While there is some validity to these arguments, it is a proven fact that by taking a step back, analyzing, reviewing, and charting a course for the future, organizations will operate more efficiently and effectively as they endeavor to deliver a product or service.

The concept of strategic planning has been utilized by industry in the United States since about 1965. Only recently has the process begun to be adopted by managers in public sector agencies such as police departments.

Strategic planning can be defined in many ways. In general it is seen as a set of actions that leads to the definition of an organization’s mission, the formulation of its goals, and the development of specific strategies that will be implemented to achieve those goals.

There are four basic characteristics found in the strategic planning process:

- The process deals with the allocation of large amounts of resources and labor.

- The process involves discussions by managers and employees at all levels of the organization.
- The process focuses on both short-range and long-range goals and objectives.
- The process deals with the organization's interaction with its environment and the uncontrollable external factors that affect its operations on a daily basis.

Strategic planning helps to define, refine, and fully articulate an organization's vision. A good strategic plan will reflect the personal values, dedication, and inspiration of both management and the employees. It will serve to instill pride and focus on the work, inspire changes and modifications in the manner in which the work is carried out, and it will help to motivate all those involved in the process.

A strategic plan should never be a set of commandments etched in stone, ordering detailed long-term actions. Rather, a good plan guides both managers and employees. It does not impede them. A good plan offers a "road map" of options, based on a thorough analysis of the organization's strengths and weaknesses. A sound strategic plan will enhance an organization's credibility and discipline.

Ultimately, strategic planning is a process of looking both inside and outside the organization to see if the game plan fully maximizes opportunities and avoids pitfalls.^{1,2,4}

About the Community

The Town of North Andover is located in Essex County, approximately 24 miles north of Boston. The town lies along the banks of the Merrimack River and is surrounded by the towns of Methuen, Haverhill, Boxford, Andover, Middleton, North Reading, and the City of Lawrence, covering approximately 27 square miles with a population approaching 28,000.

The settlement of the town began in 1640 and was incorporated as Andover in 1646. The community was split into the North Parish (now North Andover) and the South Parish (now Andover) in 1709 and North Andover was incorporated as a separate entity in 1855.

North Andover is governed by an open Town Meeting form of government, a five-member Board of Selectmen and a Town Manager pursuant to a Home Rule Charter that went into effect in 1986.

Although North Andover continues to retain its rural character and contains over 3,000 acres of preserved open space, significant growth has taken place over the last several years with mix a of residential, commercial, and industrial development.

North Andover is also one of two towns which is home to Merrimack College. Merrimack College is a modern Catholic center of higher learning with a student enrollment of approximately 2,000 full-time students, 1,300 residing on campus. Because the college lies within two jurisdictions,

Andover and North Andover, the approach to law enforcement is unique and the events on campus impact both communities.

North Andover is served by Interstate Route 495, Route 125, Route 133, and Route 114. Lawrence Municipal Airport is also located within the town.

North Andover is a thriving community with an excellent school system, efficient services, and a strong commitment to its citizens.

Department Mission and Values

One of the first and most important steps required when an organization engages in a strategic planning process is to define the mission of the organization.

Developing a mission statement serves to focus the department on what is really important and helps to clarify an organization's purpose. David Osborne and Ted Gaebler in their landmark text on organizational development in the public sector, *Reinventing Government*, stated, "Clarity of mission may be the single most important asset for a government organization." They go on to quote Police Chief David Couper of Madison, Wisconsin, who explained that "the role of a mission statement is to focus on the purpose of the organization, to call attention to what is important, and to set organizational goals to align practices with values."⁶

With this in mind, after a series of discussions with representatives of the management and staff of the department, the Strategic Planning Committee has developed the following North Andover Police Department Mission Statement, as well as identifying a set of values which each and every member of the department, both sworn and civilian, will be responsible for upholding as they perform their duties on a daily basis.

Mission Statement

The North Andover Police in partnership with the community strives to protect life and property under the law, with full respect for human dignity, and according to the highest standards of professional skill, integrity, and accountability.

Values

The members of the North Andover Police Department are committed to a set of values that guide the work of the organization which will help contribute to the improved quality of life for all citizens of the community.

These include

- Empowering employees to make decisions to resolve community concerns;
- Providing the opportunity for the professional development of each member to their greatest potential;
- Sharing responsibility with the community in cooperation with all town agencies;
- Performing duties with the highest ethical standards, a compassionate respect for the dignity of the individual, and treating all with courtesy, self-control, human understanding, and tolerance.

Three Year Plan

In 1997 the Town of North Andover commissioned a management study of the police department. Over the past two years both the management and staff of the department has made significant progress in addressing and adopting the findings and recommendations of the report. At the time the study was conducted, the North Andover Police Department found itself experiencing “a great deal of stress and strain.” The conclusion of the report was that the environment, which existed in the department, was due to personality conflicts, lack of internal communication, and failure of supervisors to accept responsibility. In particular, the report identified the relationship between the chief and the police union as the primary source of the problems being experienced within the North Andover Police Department.

In a mere two years this relationship has been completely reversed and the state of relations between the police chief and the members of the department has improved dramatically. The fact that management and labor has agreed to work cooperatively to implement this strategic planning process is proof that the department is headed in a new direction.

With that said, the majority of the items, which make up the goals and objectives for this Three Year Strategic Plan, come directly from the management study recommendations. As the planning and implementation process proceeds, new goals and objectives will be developed and adopted as a result of the work of the members of the department and

feedback provided by the citizens of North Andover through the Enhanced Community Involvement Program (ECIP).

In order to successfully implement the recommendations, the Strategic Planning Committee will utilize an implementation matrix (See Appendix A). The Recommendation Implementation Matrix is a tool which will allow the Committee to continually track and be updated on the progress being achieved as each item is addressed. The matrix identifies start dates, completion targets, who is responsible for managing implementation, and the status of each individual goal and objective.

The matrix will become an integral part of the operations of the North Andover Police Department. The matrix is not a static document. As the planning process develops, the specific recommendations (goals and objectives) will be updated, altered, and changed as needed. The matrix, representing a key component of the strategic planning process, provides a mechanism for communication and coordination amongst the various units and individuals within the department.

Below you will find the current goals and objectives of this plan delineated according to the target time-frame identified for implementation by the Strategic Planning Committee.

**YEAR 1
(1999)**

- Monthly Staff Meetings **COMPLETED**

- Face-to-Face Communications **COMPLETED**

- Use of Reserve Officers **COMPLETED**

- Division Commander Meetings **COMPLETED**

- Supervisor Meetings **COMPLETED**

- Annual Officer Training Plans **COMPLETED**

- Annual Department Training Budget **COMPLETED**

- Officer Training Assignments **COMPLETED**

- Computerized Officer Training Records **COMPLETED**

- Overtime Accounting System **COMPLETED**

- Address Roll Call Issues **COMPLETED**

- Officer Inspections **COMPLETED**

- Radio Communication Protocols **COMPLETED**
- Communication Officer Salary Adjustment **COMPLETED**
- Communication Supervisor/Officer Job Tasks **COMPLETED**
- Acknowledgment of Communication Officers **COMPLETED**
- Police Facility Security **COMPLETED**
- Police Facility Installation of Intrusion Alarm **COMPLETED**
- Purchase Evidence Storage Lockers **COMPLETED**
- Community Service Officer Job Description **COMPLETED**
- Command Staff Job Rotation **COMPLETED**
- Review Mission and Value Statements **COMPLETED**
- Revise Department Organizational Structure **COMPLETED**

**YEAR 2
(2000)**

- Supervisor/Officer Reporting Responsibilities JANUARY 2000

- Officer Report Preparation Re-Training JANUARY 2000

- Preparation for Accreditation Process JANUARY 2000

- Review Community Policing Programs JANUARY 2000

- Reorganize Citizen Advisory Council JANUARY 2000

- Develop Enhanced Comm. Involvement Plan JANUARY 2000

- Develop Staffing Level Data JANUARY 2000

- Develop Crime Prevention Program JANUARY 2000

- Annual Staff Retreats JULY 2000

- Semi-Annual Department Meetings JANUARY 2000

- Annual Command Staff Retreat JULY 2000

- Evaluation of Promotional System MAY 2000

- Adopt Formal FTO Program JANUARY 2000
- Adopt Accumulated Overtime Policy JANUARY 2000
- Reallocation of Patrol Force FEBRUARY 2000
- Review Patrol Force Workload FEBRUARY 2000
- Selective Traffic Enforcement Program FEBRUARY 2000
- Define “Acceptable” Level of Officer Activity JULY 2000
- Eliminate Support Services Officer Position JANUARY 2000
- Develop Department Web Site MARCH 2000
- Review of Field Supervision Activities APRIL 2000
- Evaluation of Department Technology Systems JULY 2000
- Develop an Annual Report APRIL 2000

**YEAR 3
(2001)**

- Adoption of Department Personnel System JUNE 2001
- Investigate Hiring Outside of Reserve Force JUNE 2001
- Modify Department Hiring Authority JUNE 2001
- Adopt 1 Year Probation Period for New Hires JULY 2001
- Develop Semi-Annual Performance Evaluations JULY 2001
- Use Performance Evaluations for Assignments JULY 2001
- Adopt Drug Testing Policy JULY 2001

Department Organizational Structure

As was pointed out in the **1997 North Andover Police Department Employee/Management Relations Study**, “The purpose of organization is to achieve maximum coordination of efforts and minimum redundancy and conflict in achieving established goals. A poorly-organized police department wastes valuable resources through duplication of effort and does not achieve maximum utility of the resources available to it.”⁵

The modern literature on police administrative practice concurs with the study’s author on the importance of organizational structure in police agencies and goes so far to conclude that “the central role of the police executive as an administrator is to create an organizational climate and structure that provide police and civilian personnel with a clear sense of what they are to achieve and how they can achieve it. Simply put, the police executive as administrator is charged with the responsibility to create an organizational order that supports department members, monitors activities, and judges results.”³

In accordance with the recommendations presented by the 1997 study, and in keeping with the most current practices embraced in police management and administration today, the leadership and staff has re-organized the North Andover Police Department into the following structure.

The North Andover Police Department’s primary functions are organized into three divisions. Each division is headed by a lieutenant

who reports directly to the chief of police. The divisions are identified by both their *functional (duty) areas* (i.e. administration, criminal investigations, and operations), as well as their responsibility for one of the three department *service priority areas* (i.e. technology development, school safety, and community policing).

While each division, under the management of its division commander, will assume primary responsibility for the development of initiatives related to the *service priority area* within its authority, every member of the department both uniformed and civilian will have some involvement in all three of the *service priority areas*. For example, while the Operations and Community Policing Services Division will have primary responsibility for the development of programs and initiatives related to increased community participation in the department's daily activities, each and every member of the North Andover Police Department will become involved and share in the transformation of the department as it embraces the concepts and philosophy of community oriented policing.

The following organizational charts depict the specific duties and responsibilities which fall within each of the department's three divisions. As you will see, a number of individuals are responsible for multiple duties within and outside of their respective division assignments.

Professional Development

Historically, law enforcement has been a top-down quasi-military organization. That model requires strict accountability from the administration while requiring officers to act independently in the field. The quasi-military model does not encourage initiative or creative solutions to problems. Worse, it leaves little opportunity for developing managers within the patrol ranks. This often leaves new sergeants unprepared for their duties, caught between management expectations and the more familiar skills learned as a patrol officer.

Community policing is an attempt to modify the way police act, not only externally within the community, but also as important, internally to the organization. The major tenet of community policing is the decentralization of authority with the purpose of reconciling the contradiction of traditional policing as initially discussed. With the granting of authority comes the acceptance or tolerance that errors will be made, but the officer will be *coached* by his supervisors, not disciplined, and will become a better officer and potentially a more capable manager. The officer, having received this authority, will seek new and creative ways to handle reoccurring community problems and will take ownership for the problem as well as the resolution.

To achieve this level of expertise, the town must acknowledge that the professional development of line officers and uniformed managers is a priority. By investing in the professional development of police department personnel, the town will benefit by having an improved and more

sophisticated employee, a better prepared employee ready to take on management responsibility, and a more rounded police employee that can act as a catalyst for bringing together other town agencies to resolve problems facing residents.

The North Andover Police Department has recognized that professional development and training cannot be handled in-house exclusively. The department has sought out various resources to provide this type of training. Top managers have been sent to the Police Executive Research Forum's Senior Management Institute for Police, and all department managers have received training from the Lowell Management Leadership Institute and Babson College's New England Institute of Law Enforcement Management. Most of this training is geared to upper managers leaving mid-level managers, who represent the lifeline to patrol, somewhat lacking in training.

In addition to the enhancement of management related training, the North Andover Police Department must identify a means by which to better prepare its employee's technical skills. Currently, technical training is limited to basics. There is an overwhelming need to provide intense computer training.

It is a priority of the Strategic Planning Committee to identify a means by which to offer enhanced management, technical, and problem-solving training to the department's employees. As a part of the implementation of process, the department will aggressively seek out resources to provide for the continued professional development and training of its personnel.

Strategic Planning Committee

In order for the strategic planning process to be effective and have meaning, a group or team of individuals from within the organization must be formed and made responsible for carrying out (implementing) the process.

When developing such a team, several considerations need to be made. These include

- Identifying the members (composition) of the team;
- Selecting who will lead the team;
- Acknowledgment that forming a team and engaging in a strategic planning process will require a significant amount of time and effort from all of those involved.

With these points in mind, Chief Stanley decided that in order for this strategic planning initiative to be successful, representatives from all areas and levels of the department, including command staff, supervisors, line officers, civilians, and representatives of the various collective bargaining units, would need to be included on the planning team. In addition, he determined from the very beginning that it was his responsibility as chief of the department to be the one who accepted responsibility for personally leading the effort.

In the spring of this year offers to become a part of the **North Andover Police Department Strategic Planning Committee** were made throughout the department. The following individuals are those who have chosen to invest their time and effort and accept the responsibility for leading the North Andover Police Department in the implementation of the strategic planning process.

North Andover Police Department Strategic Planning Committee

Chief Richard M. Stanley, Chair

Police Chief Richard M. Stanley is a law enforcement officer with over 22 years of experience. For the past 13 years he has served as Chief of the North Andover, Massachusetts Police Department. He also serves as the Control Chief for the North Eastern Massachusetts Law Enforcement Council (NEMLEC) Tactical Police Force and Special Operations Unit. In addition, Chief Stanley is the law enforcement representative to the Governor's Commission on Domestic Violence and is an adjunct professor at the College of Criminal Justice at the University of Massachusetts Lowell and a law enforcement instructor at the University of Massachusetts School of Medicine.

Prior to his appointment as Chief of the North Andover Police Department, Chief Stanley worked his way through the ranks of the department, including the positions of patrolman, detective, sergeant, and lieutenant. He has served as the President of the Municipal Police Institute (1997); President of the Massachusetts Chiefs of Police Association (1996); and President of NEMLEC (1991-1992).

Chief Stanley received a Bachelor of Science Degree from the Northeastern University College of Criminal Justice, graduating Summa Cum Laude, in 1979, and a Master of Science Degree from Northeastern University, graduating with Honors in 1995.

**Lieutenant Glenn T. Anson, Executive Officer
Division Commander
Administration / Technology Development Services Division**

Lieutenant Glenn T. Anson is a law enforcement officer with over 23 years of experience. For the past 9 years he has served as North Andover Police Department Executive Officer and Special Services Division Commander. Prior to that he served as the Operations Division Commander for 7 years.

Lieutenant Anson also served for 10 years on the North Eastern Massachusetts Law Enforcement Council (NEMLEC) Tactical Police Force and Special Operations Unit.

Lieutenant Anson has a Master's Degree in Criminal Justice.

**Lieutenant John P. Carney, Division Commander
Operations / Community Policing Services Division**

Lieutenant John P. Carney is a law enforcement officer with over 22 years of experience. For the past 2 years he has served as the North Andover Police Department Operations Division Commander. Prior to that he served in the Detectives Division from 1982-1984 He has also served as Special Services Division Commander for 6 years.

Lieutenant Carney is active in the community coaching youth sports.

Lieutenant Carney holds a Bachelor of Science Degree in Criminal Justice and is a graduate of the Babson College New England Institute of Law Enforcement Management and was a member of the inaugural class of the Massachusetts Police Leadership Institute in 1988.

**Lieutenant Inspector Paul J. Gallagher, Division Commander
Criminal Investigations / School Safety Services Division
President, NAPL/IBPO**

Lieutenant Paul J. Gallagher is a law enforcement officer with over 24 years

of experience. For the past 11 years he has served as the North Andover Police Department Criminal Investigations Division Commander. Prior to North Andover Police, he served for 5 years in the Baltimore Police Department and 2 years in the United States Drug Enforcement Administration (D.E.A.).

Lieutenant Gallagher also serves as the President of the North Andover Police Lieutenants, Local 454, International Brotherhood of Police Officers.

Lieutenant Gallagher is a certified investigator in sexual assault, arson, forensics, and fingerprint analysis.

Lieutenant Gallagher received a Bachelor of Science Degree from the Northeastern University College of Criminal Justice and has attended Senior Management Training programs at both Babson College and the Police Executive Research Forum (PERF).

Patrolman Patrick F. Beirne

Patrolman Patrick F. Beirne is a law enforcement officer with over 5 years of experience. For the past 3 years he has served as a North Andover Police Department Patrolman. Prior to that he served 2 years as a Reserve Officer and 5 years as a Patrolman with the Merrimack College Department of Public Safety.

Patrolman Beirne has received specialized training in accident investigation and is a member of the North Andover Police Department Bicycle Unit. He is also a Youth Wrestling Assistant Coach in North Andover.

Patrolman Beirne received an Associates Degree in Criminal Justice from Northern Essex Community College and attended the Human Services Program at Merrimack College.

Richard C. Boettcher, Communications Supervisor

Richard C. Boettcher is a civilian public safety officer with over 9 years of experience. For the past 9 years he has served as the Communications

Supervisor for the North Andover Police, Fire, and Emergency Medical Services (EMS) Dispatch Center.

Mr. Boettcher is certified as an E-9-1-1 Public Safety Answering Point (PSAP) Instructor, Association of Public Safety Communications Officials International (APCO) Instructor, and Massachusetts Criminal Justice Training Council (MCJTC) Instructor. He is also a certified First Responder and Intermittent/Reserve Officer. He has received specialized training and certifications in Supervision of Public Safety Dispatch Centers, Emergency Medical Dispatch, and Public Safety Telecommunications.

Mr. Boettcher is a member of the North Andover Auxiliary Police, serving as a Sergeant on the North Andover Emergency Management Committee and on the Merrimack Valley Regional Emergency Management Committee. He is also an active member of the Association of Public Safety Communications Officials International Inc., serving as the President of the Atlantic Chapter from 1998-1999.

Mr. Boettcher has an Associates Degree in Business Management.

**John R. Cotnoir, Communications Officer
President NACO/AFL CIO**

John R. Cotnoir is a newly appointed civilian public safety officer, serving for the last year as a Communications Officer for the North Andover Police, Fire, and Emergency Medical Services (EMS) Dispatch Center.

Mr. Cotnoir also serves as the President of the North Andover Communications Officers, Local 2978, Council 93-AFL CIO.

Mr. Cotnoir has received specialized training as an Emergency Medical Technician.

Mr. Cotnoir received a Bachelor of Science Degree in Criminal Justice from Westfield State College.

Sergeant Eric J. Foulds, Treasurer NAPA/IBPO

Sergeant Eric J. Foulds is a law enforcement officer with over 11 years of experience. Sergeant Foulds was recently promoted to the rank of Sergeant. Prior to that he served as a North Andover Police Department Patrolman.

Sergeant Foulds serves as the Treasurer of the North Andover Police Association, Local 496, International Brotherhood of Police Officers.

Sergeant Foulds has received specialized training in accident investigation.

Sergeant Foulds received a Bachelor of Science Degree in Human Services from Springfield College.

Patrolman Daniel P. Lanen, President NAPA/IBPO

Patrolman Daniel P. Lanen is a law enforcement officer with over 11 years of experience. For the past 11 years he has served as a North Andover Police Department Patrolman.

Patrolman Lanen serves as the President of the North Andover Police Association, Local 496, International Brotherhood of Police Officers.

Patrolman Lanen has received specialized training in highway drug interdiction. He is also a member of the North Andover Knights of Columbus.

Patrolman Lanen has a Master's Degree in Criminal Justice.

Patrolman John W. McEvoy

Patrolman John W. McEvoy is a law enforcement officer with over 17 years of experience. For the past 17 years he has served as a North Andover Police Department Reserve and Regular Patrolman.

Patrolman McEvoy is the immediate past president of the North Andover

Police Association, Local 496, International Brotherhood of Police Officers, having served as President from 1995-1999.

Patrolman McEvoy received a Bachelor of Science Degree in Criminal Justice from Western New England College.

Enhanced Community Involvement Program (ECIP)

As was pointed out in the 1997 management study of the North Andover Police Department, “One of the most important external functions of a Chief of Police is that of maintaining a relationship with community elements so that community needs and expectations may be recognized, and that the level and quality of police services may be tailored to meet those needs and expectations. Successful police chiefs know that police departments are not autonomous agencies that operate with no oversight or control, but that they are a part of the local public service delivery system. Their success can be gauged on how effectively that system works in the interests of the public.”⁵

While the author spoke of police chiefs in particular and went on to acknowledged the work of North Andover Police Chief Stanley in the area of community interaction and relations, this concept as it relates to successful police chiefs is equally applicable to successful police departments. The fact is, the North Andover Police Department as a whole has made a priority of maintaining a productive relationship with the community. The chief of police, command staff, supervisors, line officers, and civilian personnel of the department all recognize that ultimately it is their role to be responsive to the needs and expectations of the community. The members of the department are always seeking to identify new and innovative ways to fulfill their obligation to the citizens of the town in the most efficient and effective manner possible.

But the responsibility for maintaining a relationship between law enforcement and the community cannot reside solely with the police. As was pointed out in the recently issued Report of the Independent Commission on Policing for Northern Ireland, after conducting an extensive study was conducted of policing systems around the world, “policing is a matter for the whole community, not something that the community leaves to the police to do. Policing should be a collective community responsibility: a partnership for community safety. This sort of policing is more difficult than policing the community. It requires an end to ‘us’ and ‘them’ concepts of policing. If it is to work, it has to become the core function of police service, not the work of a specialized command or separate cadre of police officers. It has implications for the structure of the police, which should become more decentralized; for the management style, which should become more open and delegated; and for the manner of policing down to the beat level, which should become more oriented towards active problem-solving and crime prevention, rather than traditional more reactive enforcement.”⁷

With this in mind, and in an effort to gain even more input from the citizens of North Andover, the North Andover Police Department Strategic Planning Committee has identified a number of initiatives which will be developed over the next twelve to twenty-four months to increase the involvement, participation, and support of the community in determining the manner and level of policing services they desire.

The combination of these initiatives is what is referred to as the Enhanced

Community Involvement Program (ECIP). The common element in each of the initiatives is the increased participation of citizens in determining the types, levels, and quality of services which the department provides.

Utilizing data generated from the department's 1999 Community Service Survey, it will be the responsibility of both the Strategic Planning Committee and the Community Policing/Citizen Advisory Sub-Committee to more fully develop and implement these initiatives.

Members of the Community Policing/Citizen Advisory Sub-Committee will include the following department personnel:

Inspector Lieutenant Paul J. Gallagher, Co-Chair
Lieutenant John P. Carney, Co-Chair
Patrolman Thomas F. Driscoll
Patrolman Paul J. Alosky
Sergeant Eric J. Foulds
Communications Officer John R. Cotnoir

As with the Strategic Planning Committee, every member of the department, both sworn and civilian, are invited to attend and participate in the sub-committee's activities.

The initial work of the sub-committee will focus on the implementation of the following items which can be found in the Recommendation Implementation Matrix (Appendix A).

- Conduct a review of the department's community policing philosophy and programs.

- Continue the work of the Citizen Advisory Council.
- Develop data related to minimum staffing levels.
- Develop a comprehensive crime prevention program.

In addition to these items as a part of the Enhanced Community Involvement Program, the Community Policing/Citizen Advisory Sub-Committee will develop a Field Supervisor Citizen Follow-up Initiative.

This program will incorporate the use of the mail-in citizen contact cards currently used by the department into a comprehensive follow-up/feedback system where supervisors (sergeants) will personally visit residents who have made calls for service to the department. The purpose of these visits will be to determine the residents level of satisfaction with the contact and service provided by department personnel.

The full implementation of this program will be dependent upon staffing levels within the department. Currently, field supervisors are utilized for patrol functions in order to meet minimum staffing requirements.

Working Together (Incorporating Town Enterprise Areas)

As the North Andover Police Department moves forward with this formal strategic planning process and the various programs and initiatives incorporated within it, the leadership and staff have made a commitment to work with the residents of the town. Of equal importance, is the acknowledgment by the police department that it is only one of several municipal agencies responsible for serving the community.

The members of the department are committed to working with the town administration and other town agencies in order to fulfill the town-wide mission to strive for excellence in community service and to provide for the highest quality of services possible to meet the public health, safety, educational needs, and overall well being of the North Andover community.

As a member of the Town of North Andover Senior Management Team, Chief Stanley will work with Town Manager Robert Halpin and other town agency heads to identify and assess needs and trends related to the following Town Enterprise Areas.

- **Citizen Safety and Security:** Our citizens, business people, guests, and customers will feel safe and secure in their homes and throughout the community.
- **Emergency Services:** In an emergency, we will respond quickly, professionally, and effectively.

- **Childhood Development:** Our children will develop to their full potential and be capable of competing with world class skills.
- **Traffic Circulation:** We will provide a safe and convenient system of traffic circulation for pedestrians and drivers.

As the Chair of the Police Department Strategic Planning Committee, Chief Stanley will ensure that as the town moves forward with the implementation of strategies to achieve the objectives and goals of each Enterprise Area, the North Andover Police Department will be fully involved and responsible for incorporating the mission, philosophy, and initiatives of town-wide government in its daily activities.

Community Service Survey Results (Preliminary Analysis)

In June of this year the North Andover Police Department in conjunction with the Office of the Town Manager and the Board of Selectmen conducted an anonymous survey of the residents of the town. The purpose was to determine North Andover citizens' concerns and views about their police department and how police can best serve the community.

Of the 800 surveys circulated throughout the town, the department received a total of 243 responses representing a response rate of just over thirty percent (30%). The Lawrence Eagle Tribune distributed at no cost to the community 600 of the surveys to residents who receive home delivery of the paper. Thanks again to the Tribune for continuing to support the department and the Town of North Andover. The balance of the surveys (200) were placed at Town Hall and the lobby of the Police Department. The response frequency data for each of the questions can be found in Appendix B.

As was mentioned earlier, much of the initial work of the Strategic Planning Committee and the Community Policing/Citizen Advisory Subcommittee will be based on the data provided by this survey. It is the intent of the department to conduct a similar type of survey at least annually as a part of the Department Performance Measurement System.

For purposes at this point in the strategic planning process, it is appropriate

to provide a preliminary analysis of the survey results. The information gathered through this survey covered a wide range of data pertaining to North Andover residents' perceptions of their police department and what services provided by the department are of greatest importance to them.

The preliminary analysis indicates that the service areas of most importance to the respondents involve the protection of persons and property.

In response to the questions related to where police should focus their attention, burglaries, robberies, breaking and entering, assaults, and child abuse/neglect were seen as the areas requiring the greatest levels of attention from the police, while the respondents also felt that drug related issues deserved significant consideration from local law enforcement.

The analysis of the survey results also shows that the respondents want to see more proactive / visible services provided by the North Andover Police Department. 76 percent of the respondents felt that crime prevention activities should be one of the priorities of the department, while 49 percent of the respondents believed that the department was not satisfactorily providing visible foot patrols and 45 percent of the respondents believed that the department was not satisfactorily providing high neighborhood visibility. This compared to 14 percent and 28 percent respectively who felt the department did satisfactorily provide these services.

The survey results also indicate that the great majority of the respondents

feel that the Town of North Andover is a safe place to live. 79 percent of the respondents feel that their neighborhood is safe as compared to 1 percent which felt that it was not. 81 percent felt safe at home as compared to 2 percent who did not. 77 percent felt safe walking alone at night as compared to 3 percent who did not.

In addition to the frequency data, the survey provided significant opportunities for respondents to offer narrative information regarding their thoughts, concerns, or feelings relative to the North Andover Police Department. Of the 243 responses received, 78 or 32% took the time and initiative to provide the following types of comments.

“I feel strongly we need to keep a focus on the middle/high school aged kids. Your efforts thus far have proved very positive. Please keep it up!”

“As with everywhere else motor vehicle violations are a large problem. More motor vehicle stops reveal more than the violation alone. It lets potential breaking and entering or drug sellers know they could be stopped and revealed. Aggressive traffic enforcement in a community spreads to the lawless community that the town/city is not a place to do their illegal business. Trained police officers in motor vehicle stops can do more than cruising with only an eye to a building or pedestrian. Finally, not only does it help prevent potential crime, it tells the motoring public that the red light/stop sign/speed laws are enforced strictly. The crime goes down as well as the safety factor going up with the better insurance rating for our home owners on auto insurance in the town. Motor vehicle enforcement can help cure a multitude of sins. Back streets as well as main roads!”

“I am afraid to go out at night but I would be no matter where I lived. The police are out doing their jobs, unfortunately so are the criminals. The police do the best they can. I would like to know police are out in the neighborhoods even though we may not see them.”

“During my many years in North Andover I have only called the police twice. Police responded quickly and were helpful.”

"I think we are lucky to have the good service available to us by our police and fire departments. The few times I had a problem I received fast and courteous service from the personnel who came to my aid. Thanks for the GREAT SERVICE and God bless you all."

"I have lived in this town for 6 years. I have never had a problem with your police department. Only one time I had to call and your police department came to my home very fast. Thank you for sending out this survey."

"Traffic enforcement is a big issue for me. (Having lost a loved one in a motor vehicle accident on Route 125). We need stricter enforcement of speeding on town roads especially around the schools. People are in such a hurry, we ask them to slow down and they throw us an obscene gesture or stop the car and challenge us."

"Need to have less Union intervention in police decision making. Chief should have input and final decision in hiring policies."

"Living at Royal Crest Estates I have less familiarity with quality of police work than others in town but I think personnel does a good job in responding to calls for help from my neighbors here."

"The traffic violations are a major concern to me. I would like to see more police at major intersections - Massachusetts Avenue and Route 125, Route 114 and Route 125, and all of Route 114. On average, people (cars) run red lights by the "cluster" 2-3 cars. Also, car theft should be treated seriously. Presently, it is a slap on the wrist. To the person who has lost their car, it is very costly."

"I am not that familiar with details of police work, but I never hear any complaints in my dealings with town people."

"I would like to see a slightly larger police force so that the response time to calls would be 3-4 minutes, if that is possible. This would also create more police visibility in neighborhoods, which gives people a sense of security. Also, more police exposure would cut down on moving traffic violations especially the running of red lights. I have always lived in North Andover. I realize that North Andover has the same problems as larger communities that surround it, but on a smaller scale. I expect the police force to anticipate problems and with the help of the public this may be possible, so that public education is important. Neighborhood watches, or educating the children at schools may help to do this too."

“How safe are our children and grandchildren going to and from school, friends homes, parks, local stores, etc.?”

“Enforce drug laws better.”

“I believe that the North Andover Police Department spends too much time on high tech gadgets and lobbying for more money. The simple things such as foot patrols or even stopping the cruiser to talk to new (or old) residents, just don't happen. Being “in touch” with the community is a slow, deliberate, process that will reap rewards in future years with more cooperation and respect shown the police. Get rid of the eye hiding dark sunglasses. Get rid of the fancy “mounty” uniforms. Get rid of the gas masks, big guns and SWAT teams. Give us ten good patrolman with big smiles and a helping hand!”

“I do not think that traffic lights are needed in the old center. A town this small does not need its own special operations team (SWAT Team). The police officers in town are doing a very good job.”

“I am very happy with the service of not only the police but the Fire Department and EMTs as well. The only complaint I have is the way the teenagers are treated and talked to. It seems to make them more belligerent and likely to cause trouble. I don't believe in catering to them but I do like them where we can keep an eye on them.”

“As a father of three small children I am concerned with traffic safety, particularly around elementary schools. I feel that too much emphasis has been placed on traffic in the old common and would like to see efforts on Mass. Ave. near Atkinson School and Waverly Road near Thomson School. I feel that the Waverly Road/Middlesex Street intersection should be a 4 way stop (even though I would lose my right of way often!). When Mass. Ave./Waverly Road is under construction next year for sewer lines, I would not like to see Marblehead Street opened as an alternative to Waverly, but if this is necessary, I would like Marblehead Street patrolled. Thank you for the survey - great idea! I have a daughter who has recently completed Project CHARLIE - Thank You!”

“Our two middle school children feel that the officer at the middle school has been a very positive influence. He is friendly and is a good role model for kids that age and has often helped the teachers too. What's with the union/management issue? Shouldn't you be a team?”

“Too much high tech and SWAT Team, we are not New York City.”

“Please increase patrol car visibility and traffic violation arrests along 125 and 114. Cars and trucks are frequently speeding and ignoring red lights, etc. Try to prevent anyone else from being killed on major town roads this year. This is still one of our town’s worst problems.”

“The NAPD has been extremely responsive whenever I’ve called and performed in a very professional manner. As a parent of children about to enter the middle school, I would like to see more crime prevention programs in the schools.”

“Increase the patrols at high school release time due to speeding cars on Harkaway Road. Thank you for taking the time to put together this survey.”

“Tired of hearing about the conflict between the town and police union. Its gone on way too long!! Must be discouraging to be a police officer in this town. Everywhere I travel I am asked about it. Certainly is a “black eye” on our town government.”

“Crime does not start on the streets. It starts in the home - no guidance, no love, no education, no love, no decency, no parents, no religion, no knowledge of Christianity, no happiness, no future, no insight, no goal. I grew up poor, we were rich in family values. Wonderful up-bringing by our parents. Thank you.”

“Through the years I’ve sensed that “out country” teenage drinking has been handled differently than “in town” teenage drinking. We have lived in both areas. NAPD does a good job in a very challenging time. I think the best approach is to get to now your citizens perhaps through neighborhood groups especially the children so that we can partner in problem solving and build relationships. Thank you for all that you do.”

“I would like to see more pleasant response when calling the NAPD (not 911). More neighborhood /community watch programs. More youth services. The kids that need these services are not using them. We need programs for children at risk. More involvement from the NAPD for the NABAC (N.A. Bicycle Advocacy Committee.) www.amateursports.com/nabac.”

“Slow traffic on side streets. Work to solve internal issues more effectively. Need more positive publicity for North Andover youth, etc.”

“Overall the North Andover Police Department is doing a good job. It was nice to see the chief mature and become an effective leader. North Andover is a good place to live.”

“The town needs to publicly support the chief in his efforts.”

“Speeding cars and construction vehicles, as well as, commercial vehicles using Boxford Street as a cut through from 95 is an issue. Something needs to be done - does the truck that monitors speeds track the speeds clocked in each area? If so, I’d love to know what the average speed is out there! Also, “mailbox baseball” and the stolen trash cans (with the trash still in it) not to mention some flower pots are common occurrences at night out here, possibly due to lack of police presence.”

“I’m proud of our police force.”

“Patrol and monitor athletic fields after dark - groups of kids and dog walkers who do not pick up dog waste, use sand boxes and playgrounds for dog litter boxes. Someone has to enforce!!”

“I personally would benefit from crime prevention for white collar crimes, phone crimes (I am regularly harassed or threatened by a financial advisor who works out of the Town of Andover. He tells me that if I contact the North Andover Police that I will be arrested. He claims that the North Andover police are investment clients of his; therefore they will be on his side and not pay attention to me.) I wish I knew how to put an end to this! I hope this verbal harassment does not escalate to a physical confrontation.”

“Regarding teens and alcohol and drugs. I find some parents are doing their job to dissuade their kids from alcohol and drugs but there are far too many with a lax attitude. This puts more pressure on you to police these irresponsible parents and kids. I wish parents would take more interest in educating their kids at home about the dangers involving alcohol and drugs. Either that, or maybe they should stop being afraid of their kids.”

“The domestic violence unit does a great job. However I don’t think many people are aware of it. Maybe I’ve missed promotions on it, but I think it is worth emphasizing in the media.”

“In my opinion Chief Richard M. Stanley is doing an excellent job for the Town of North Andover and with department community relations with other cities and towns and the officials and police officers are doing a very good job also. My youngest daughter always tells me what a good job the officers do teaching them about the awareness of several topics in the schools. In relation to other towns and cities, North Andover Police Department is rated a 5, being the highest (1 through 5) in excellence.”

“Traffic patrol/speeding is a problem throughout our town. NAPD has ignored all my complaints and obviously does not find this to be a priority. Our street is used as a cut-through for lots of commuters.”

“The issue of “townies” and the preferential treatment of long time residents is not fair. The issue of youth and how young people are treated is also not fair. Teenage drinking and marijuana use is a parental issue and unless it causes a public safety problem it should be left to families and parents. I think it is very difficult to be a police officer today and I commend them for doing basically a good job in a very difficult public environment. Improvements can always help.”

“Police Department involvement during high school graduation was very impressive.”

“In my opinion, the NAPD is doing a fine job! I think the police chief should be given more leeway to run the department without interference from selectmen. This includes the freedom to choose police officers. I do wish more could be done about speeding in the high school area between 7am and 8am and 3-4pm. It’s not just high schoolers. Many adults uses Stevens Street as a short cut to avoid the lights on Route 125.”

“Any time I have gone to the police station I have received good information, direction and courteous treatment. I think you are doing a fine job. I would like to see more patrols at Sutton Pond Condominiums. You respond well to any youth calls.”

“The Police Department and extra road details, construction, weddings, traffic should be separate entities. Those should be given to citizens for good jobs. We need policemen for crime only!! There are not enough to handle our young destructive society.”

“I view Greene Street in the am (between 7-8 am). It is disgraceful to see the cars speeding while children are attempting to cross to cut through the middle school, etc.”

“I live on the corner of Greene and Faulkner. With the new construction of the middle school, there is a lot more traffic coming down Faulkner in the morning (7:30am) and taking a right on to Greene. Drivers have a great view of Greene Street on their left so they don’t bother coming to a stop. But, they don’t look to the right either before entering Greene Street. Lots of kids and adult walkers use Greene Street and someone will get hurt eventually due to speed and drivers not looking. Would you consider a stop sign?”

“It is a thankless job. I am glad to see you involved in drug busts. I think the survey is a good idea.”

"I very rarely see police in my neighborhood."

"Too much traffic monitoring but none in school zones where needed. Would like to see neighborhood watch programs throughout the town. Great job in the elementary schools, would like to see more positive showings at middle and high schools. Not enough drive through east of Dale Street."

"I would like to see policemen enforce no parking signs in front of Fleet Bank, at Dunkin Doughnuts, Main Street. It causes a great deal of resentment in rule-abiding citizens to see people get away with parking where they're not supposed to."

"In the older part of town more and more vehicles parking on side walks and in front yards giving the neighborhood a less attractive appearance. Not unlike a crowded urban area. Thank you for any attention given to this report and laying it on the line for all town citizens."

"My dad and uncles were Boston Police Officers and I have raised my children to respect policemen. All personal dealings with local police officers have been positive however very limited. My boys know some of police officers through various sports and all of them where very professional and encourage good relations. This will be very helpful when these young children enter the teen years and know the police are there to help them."

"We live in "out country" and I am mainly working at home. Very rarely have a police car on our street. But we don't have any problems so..."

"Attention should be paid to the parking at the Post Office. I'm handicapped and I always find two cars occupying 3 spaces."

"There seem to be too many loose ends and gaps regarding the management of our town. Very little advance planning. Street and highway maintenance could be improved especially lane markings, crosswalks and obstructed traffic signs. Fire station should be relocated."

As indicated earlier, this represents only a preliminary analysis of the survey results. The Strategic Planning Committee and the Community Policing/Citizen Advisory Sub-Committee will spend a great deal of time and effort reviewing the results and designing initiatives to address issues and concerns identified by the survey. In addition, these survey results will provide a baseline where future surveys results will be used as a part of the Department Performance Measurement System.

Can't Do It Alone (Patrol Shifts and Staffing)

The North Andover Police Department is currently staffed with 23 full-time patrolmen. The **minimum** staffing level is 4 officers per shift/3 shifts per day or **4380** patrolman shifts per year. Each patrolman is contracted to work 244 days (or shifts) per year. However, when deducting time off for vacation, sick time, mandatory and additional training, days off in lieu of holiday pay, personal days, etc., each officer's availability averages closer to 200 days.

Of the 23 officers, several are eliminated by function from patrol duties. Two officers from patrol are assigned full time to the Criminal Investigation / School Safety Services Division under the direction of a lieutenant. This division is currently operating with two fewer officer investigators than has been available in the past due to the demand for services in other areas of the department. One officer is assigned full time to D.A.R.E., one to a Support Services, position and one as the Department Court Officer. These 5 officers are not assigned to any patrol shifts.

Therefore, 18 officers remain to meet the needs of minimum staffing in patrol. Eighteen officers working 200 shifts each leaves only 3,600 of the 4,380 shifts staffed. There are other officers involved in functions that are less than full time but also take them away from patrol availability. Some of these include a School Resource Officer, the Department Safety Officer, the Department Training Officer, and a second part-time D.A.R.E. Officer.

The open patrol shifts are filled in a number of ways, most of which involves paying overtime. Officers can work overtime voluntarily in an attempt to meet minimum staffing requirements. Officers are also held over involuntarily or “mandatoried” to meet the need. This occurred 119 times in 1998 and is currently occurring up to 22 times per month. It is a dangerous situation, which in many instances requires an officer to be awake over 24 hours straight.

In an effort to avoid overtime costs and relieve officers from working involuntarily, the department will often operate with only three patrolmen and a sergeant. In this situation the sergeant effectively becomes the fourth patrolman on that shift. This practically eliminates his/her ability to perform supervisory duties or become involved in some of the Enhanced Community Involvement Program activities such as the Field Supervisor Citizen Follow-up Initiative because the sergeant is reduced to answering calls for service.

One attempt to deal with this staffing issue in the past has been to utilize part-time reserve officers. But this has proven ineffective. In 1998 for example, of the six reserve officers available to the department, two worked approximately once per week, two worked once per month and two refused to work at all. It is also difficult to assign cases to reserve officers since they are not available for follow-ups.

On occasion, the situation has been so severe that no officers have been available to work open shifts and the department has been forced to run

the shift with less than minimum staffing or utilize sergeants and lieutenants on an overtime basis to fill patrol shifts.

Distribution of manpower becomes particularly critical at times of day when activity increases. Generally, activity on the early morning shift peaks between 6:00 A.M. and 9:00 A.M. There is a great demand for officers' services during this time. School crossings require coverage of 30-45 minutes. Prisoners held overnight must be transported to court, leaving a car out of town for an average of 45 minutes. Residential alarms are received as people leave for work. Business alarms are received as proprietors open for the day. The morning commute is in progress with traffic complaints, accidents, and requests for additional enforcement. A single accident can tie up two officers for 45-90 minutes, which does not include report preparation and interviews at an area hospital if required.

In the afternoon between the hours of 2:00 P.M. and 5:00 P.M. the scenario is repeated. The school crossings, high traffic areas, and majority of calls for service that occupy officers during these periods are primarily focused in the western corner of the town as indicated in the shaded area of the map found on page 48. Responding to these events requires removing officers from their assigned sectors and into high demand areas. This leaves approximately two-thirds to three-quarters of the town without an officer on a regular basis. It also severely reduces the amount of time officers can spend on traffic enforcement at a time when requests are at their greatest.

**NORTH ANDOVER
MASSACHUSETTS**

-Preferred staffing assigns one officer to each patrol sector with one float car and one patrol supervisor.

-Shading indicates the area of the greatest demand for police services from 6:30-9:30 A.M. and 2:30-5:30 P.M.

-Back-up officers are drawn from sectors leaving those areas vacant.

Sector 2 ---

Sector 1 ---

--- Sector 3

Sector 4 ---

With a total of 18 officers available for patrol functions, approximately 780 shifts per year must be filled with overtime to meet minimum staffing levels. It will require a minimum of 4 additional full-time patrolmen to meet to eliminate this overtime burden and allow the department to operate with a fully staffed patrol function.

In addition to fully meet the *Current Resource Demands* being placed on the department and to be able to address the *Priority Resource Requirements*, 3 additional officers should be added to the Operations / Community Policing Services Division to allow for the formation of a Traffic Enforcement Unit, as well as the addition of 3 officers to the Criminal Investigations / School Safety Services Division, which will allow for the establishment of a full-time School Resource Officer and the filling of the two vacant investigator positions. These additions and vacancy replacements will require a total of 10 officers to be added to the existing department staffing structure.

Currently, the North Andover Police Department is operating at a staffing level consistent with the levels maintained in the 1970s. While many should take pride in the fact that the department has operated in a fiscally prudent fashion, at a time when the calls for service are increasing and the community wants a greater level of accountability, interaction, and visibility from their police officers, serious consideration must be given to increasing the number of uniformed police officers within the department.

Gauging Success (Utilizing Performance Measures)

As with any planning process, strategic or otherwise, there needs to be a mechanism to determine which elements of the process are successfully achieving the stated goals and objectives, to what extent, and at what cost.

Performance measures, in order to be valid, must be relevant to the goals of the organization being evaluated. They must also be understandable by those who use them in policy and operational decision making, and to the public as recipients of governmental services.

Utilizing these basic concepts of performance measurement and evaluation, the North Andover Police Department, through the Strategic Planning Committee, will be responsible for developing a formal performance measurement system. Utilizing components of the Town-wide Performance Measurement Plan and efforts already mentioned, such as the Annual Community Service Survey Instrument, a Field Supervisor Follow-up Initiative, and the re-establishment of the Citizen Advisory Council, the department will seek to identify meaningful department service outputs, measure the efficiency of providing for those outputs, and develop impact/effectiveness gauges to determine baselines for the levels (amounts) and quality of services being provided.

Components of the Town-wide Performance Measurement Plan which the police department will attempt to include in its performance measurement system include the following:

Program	Purpose	Output	Efficiency Measure	Impact/ Effectiveness
Major Crimes	Compare the occurrence of major crime in North Andover with other economically developed suburbs.	Number of major crimes.	Number of major crimes per 1,000 of population.	North Andover Should be within 5% of the average for economically developed suburbs.
Road Ways	To provides safe and high quality transportation system for town residents.	Total lane miles of public roads in North Andover	Number of lane miles with a Pavement Quality Index.	All North Andover roads Should be rated Satisfactory.
Parks and Playgrounds	To provide a quality environment for children and family to participate in recreation/leisure activities.	Total Acres of Parks and Playgrounds.	Per cent of users rating parks and playgrounds satisfactory.	North Andover residents Should express 100% Satisfaction with Condition and appearance of parks and playgrounds.
Customer Satisfaction	To assure residents are confident in the town's commitment to serving their needs.	Number of service requests per year.	Per cent of residents who report their contact with town government to be satisfactory.	100% of residents having contact with town government should report satisfactory assistance.
Quality of Life	To assure that the town takes proactive steps to preserve the quality of life for all North Andover residents.		Per cent of residents reporting that the quality of life is good.	100% of residents living in North Andover should enjoy a good quality of life.

Source: Town of North Andover Performance Measurement Plan - Fiscal 1999

Implementation (Summary and Next Steps)

This strategic planning process has allowed the members of the police department, the leadership of the town, and most important, the citizens of North Andover to have a voice in the types and levels of policing services to be provided by the department. As the plan is implemented, it is our hope that the members of the department and the community will find themselves in a heightened partnership working closely together to achieve common goals.

In order for the men and women of the North Andover Police Department to do their jobs and fulfill their responsibilities to the greatest extent possible, the public and the police must communicate with each other. We hope that this document and the planning process it represents will assist in furthering that communication.

As we have proceeded with the development of this document, it has become obvious to those involved that the citizens of North Andover desire an increased level of activity from their police officers. Traffic enforcement continues to be a concern of the residents and a priority for the department. But while the volume of traffic continues to increase, as well as the demand for increased services such as greater involvement by the police department in schools and the desire for heightened visibility and responsiveness in neighborhoods, the staffing level of the department has remained constant.

As the community policing philosophy continues to take hold within the department, as in departments and communities across the country, the corresponding increase in demand for services requires police managers to be careful not to over extend the capacity of their personnel. “Community policing programs must not be expanded beyond their capabilities. When there are not sufficient resources for more officers, some departments compensate by expanding the area of the community police officer’s beat to accommodate the additional demand. Officers may be unable to provide necessary services or mold the newly expanded area to fit into a community. This expansion may cause the program to become ineffective or fail.”⁸

While the North Andover Police Department will continue to move forward and provide the services requested, it is the responsibility of department management to ensure that sufficient resources exist to meet the demand. Clearly, the time has come for an open and thoughtful discussion of what is an appropriate staffing level for the North Andover Police Department.

Over the next several months the North Andover Police Department Strategic Planning Committee will work diligently to implement this plan. As stated at the outset, this document represents a guide. Time frames will be adjusted, new initiatives will be added, and some may be deleted after further analysis and consideration. But taken as a whole, the accomplishment of the goals and objectives set out in this planning process will allow the department to fulfill its mission and more fully serve the citizens of the Town of North Andover.

**NORTH ANDOVER
POLICE DEPARTMENT
HONOR GUARD**

Honor Guard Members pictured (from left) Sergeant Timothy J. Crane, Officer Robert E. Hillner, Officer Eugene H. Salois, Sergeant Eric J. Foulds, Lieutenant Michael Davis, and Officer Paul J. McMillian.

A p p e n d i x

- A. Recommendation Implementation Matrix
(November 13, 1999)

- B. Community Service Survey Frequencies
(N=243)

**Appendix A: Recommendation Implementation Matrix
(November 13, 1999)**

**Appendix B: Community Service Survey Frequencies
(N=243)**

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